



**Meeting Minutes**  
**Thursday, December 7, 2006**  
**Wisconsin Rapids City Council Chambers**  
**9:00 a.m. to 2:30 p.m.**

**LRSC Members Present**

**Wisconsin Counties Association:**

Dan Fedderly  
Dick Leffler  
Emmer Shields  
Bruce Stelzner

**Wisconsin Towns Association:**

Arlyn Helm  
Gene Lueck  
Terry McMahon

**Regional Planning Commissions/  
Metro Planning Organizations:**

Jeffrey Agee-Aguayo  
Joni Graves  
Don Kush  
Walt Raith

**League of Wisconsin Municipalities:**

Bill Beil, Jr.  
Dennis Jordan

**WisDOT Staff Present:**

Renee Callaway  
Rod Clark  
Michael Erickson  
Susie Forde  
Mary Forlenza  
Joe Matar  
Barbara Samuel

**Wisconsin Alliance of Cities:**

Dave Botts  
Rick Jones  
Paula Vandehey

**Others Present:**

Scot Becker (WisDOT – DTSD)  
Julie DeBauche (WisDOT –DTSD)  
Mike Hess  
Jay Neider (WisDOT – DTSD)  
Joe Nestler - ARA Consultants  
Ernie Peterson (WisDOT – DTSD)

**LRSC Members Excused:**

Marilyn Bhend  
Jeff Mantes

### **Opening Business (Paula Vandehey, Mary Forlenza)**

The meeting was called to order shortly after 9 a.m.

### **Review & Approval of September 28<sup>th</sup> minutes**

Minutes from September 28<sup>th</sup> were reviewed and accepted as written with some edits to be completed before posting to the LRSC Web site.

### **Don Kush Recognized for his years of service on the LRSC (Not on Agenda)**

Mary and Paula presented Don a plaque from the WisDOT, which recognized his 10 years (1996 – 2006) of leadership and contribution to the council through his efforts as both a member and as Chair to the Council through the years. Thank you Don!

### **CY2007 Administrative Items (Mary Forlenza)**

#### **LRSC Calendar Draft for Approval**

Mary presented a draft calendar of LRSC meeting dates for 2007 that was approved by the Council.

#### **Committee Chairs**

Mary will be talking to LRSC members interested in becoming committee chairs. Once these positions have been filled, WisDOT will send a current listing of committee chairs/members.

Barbara Samuel from the Office of Public Affairs (OPA) was introduced to the group. She will be replacing Rob Miller as the OPA liaison between the Secretary's Office and the LRSC on future projects. Welcome Barbara.

#### **Committee Calendars to be Set**

Mary will be working with committee chairs outside of this meeting to finalize the 2007 schedule for individual LRSC committees. These committees meet prior to the full council meetings and on a quarterly basis or when special projects occur. Given time constraints and/or other scheduling conflicts some of these meetings can occur through conference calls or e-mail when necessary.

#### **Status of CY2006 Priorities**

The Council is still short two members from the League of Wisconsin Municipalities (LWM). Mary is currently working with their leadership to nominate and appoint two new members as soon as possible.

#### **Education and Communication Committee (E&C):**

LRSC 2004 – 2006 Biennial Budget is being finalized. Draft copies were distributed to LRSC members and the final version will be completed and printed before our next meeting. WisDOT staff updated the cover to highlight various types of local roads found throughout the state.

GTA Brochure - This brochure was last updated in January 2005. Joni Graves, new E&C Committee Chair will be working with the Finance Committee to update the brochure so it can continue as a key tool to help explain the importance of GTA funding to the locals and local accountability in transportation funding on the local system.

LRSC Brochure – This brochure was last updated in July 2004 and many of the initiatives identified are now accomplishments completed by the council during the last two years. Changes in membership of the council can also be addressed when this update to the brochure is completed.

Regulatory, Environmental and Regulatory Committee (REAL):

Single Point of Contact – DNR requested additional staff resources to implement this during the last biennial budget cycle. That request was denied. WisDOT and the various local associations supported these new procedures but the initiative did not pass. DNR is continuing its efforts to create a “Single Point of Contact” in its review of local projects even without the additional staffing that they requested. These new procedures and policies may be phased in on a limited basis, but it is hoped that in the near future it would occur statewide.

Dan Fedderly commented that in the NW Region because of staffing cuts the DNR has only one person working with locals on permits. He will continue monitoring the process and report back to the committee at the next meeting. Paula Vandehey commented that because they had so few “let” projects the DNR permit processing has not been an issue.

WisDOT will be contacting Cameron Bump from the DNR to get the latest status on how this process is being implemented.

Because this initiative was dropped by the governor’s office during the last biennial budget, and the Joint Committee on Finance also defeated a measure to fund it, WisDOT will not be participating in presenting the same proposal again.

WisDOT and the DNR need to reconvene the original stakeholders group that met on this issue back in 2003 and come to a consensus on how we can make this happen and what steps need to be made before this goes back to the legislature. WisDOT staff along with the REAL committee will be working on this in the coming year.

Finance Committee:

GTA Incentive proposal – The Incentive proposal is not part of the WisDOT initiatives identified for the next biennial budget. The WisDOT budget office didn’t have enough time or background information to include it in the budget proposals sent to the legislature.

Infrastructure Management Committee:

WisDOT has been working to develop and scheduled PASER & WISLR training courses. This is on the agenda later today. This new training would review prior tools available through WISLR, along with new features that focus on pavement analysis and budgeting.

### **Jan/Feb Meeting with Secretary Busalacchi**

Mary will contact the Executive Committee members on a meeting date. The LRSC meets with the Secretary to update him of current activities of the committee and to brief him on priorities for 2007 and issues of concern to the memberships of the council.

### **Local Programs Update (Mary Forlenza)**

Mary introduced Jay Neider who is responsible for project level delivery of the local programs. Jay's area oversees the management consultants (MC's) working in all five regions.

### **FY2007 Spending in Local Highway & Bridge**

As WisDOT gets ready to kick-off solicitation of the 2009-2011 local program cycle, the schedule is currently over-programmed due to a variety of factors, including construction material increases, scope changes, and the project growth that occurs as projects are delayed or pushed out into future cycles.

In the most recent local project letting by WisDOT, projects came in substantially over what the original PS&E (Construction - Plans, Specifications & Estimates) were prior to letting.

Actual funding levels approved for new local program cycles are based on what is currently out ahead in the current schedule (projects that have slipped forward), with added parameters for inflation and other project growth. That total is taken off the top of what the Legislature provides in funding for the next program cycle.

This is going to make the 2009 – 2011 local program funding difficult to estimate as WisDOT continues to evaluate the numbers as we move towards project solicitation early next year. We are currently working with locals to move projects out of the 2007 FY and into 2008-2009 to help balance this situation.

To date, WisDOT has moved nearly \$105 million in projects out of 2007 that has helped maintain some stability in project delivery. WisDOT will continue to work with the locals and MPOs/RPCs to make sure that critical projects move forward, but others may need to be delayed. The department is examining all projects currently in the system and updating delivery schedules and estimates to get a good handle on how severe the problem is.

Paula Vandehey asked if "early scoping" of local projects would be available for the next project cycle. It will be available for all local projects and more information will follow as we begin the solicitation of the local program. The assistance will be provided by the MCs with emphasis on railroad and right-of-way issues, which tend to be overlooked and have costly ramifications as projects move forward.

On the federal side, Congress has not yet acted on the 2007 numbers, and this adds to the uncertainty of future program levels. WisDOT cannot predict what our funding levels may actually be without this information. The department looks to getting these numbers by March.

### **FY2009 – 2011 Local Program Kick-off**

The Local Program kick-off will be occurring soon and you will be hearing from your regional coordinator in late February for the Surface Transportation Program (STP) – Urban, STP-Rural and STP-Local Bridge for FY 2009-2011. Policy changes will be highlighted in this announcement, such as rural minor collectors no longer eligible for federal funding (SAFETEA-LU), local program funding cannot be spent on connecting highways, etc.

Timing of program solicitation and approvals will be the same as in the past. STP-Urban will be approved first, then STP-Rural and Local Bridge. Policy and process changes are outlined in the guidelines, which are now available on the WisDOT Local Program Website.

Another change occurring will be the implementation of Load and Resistance Factor Design (LRFD) for use of federal funding (STP-Local Bridge). Scot Becker from the Bureau of Structures will be discussing this later today.

### **Utilities on Federally funded Local Projects (Ernie Peterson & Julie DeBauche – WisDOT Utility/Access Management Engineers)**

Ernie Peterson and Julie DeBauche introduced a proposal that would require local governments to cover the cost of utility relocations up to \$100,000 using their local funds. This policy, which has been reviewed by various associations and the utilities, is moving forward and will become policy as we implement the MCs statewide for the local program.

The use of federal and state funds for utility relocation on local projects is ***strongly discouraged*** to maximize the funds available for construction, and because of the additional time needed to complete federal requirements for review of relocation orders. Utility relocation costs are an eligible cost for federal funding if the costs are compensable under state law (utility holds a valid land interest). It will be similar to the way “Right-of-Way” or real estate is handled now for the local program. WisDOT, locals and the utilities would enter an agreement. The utilities would do the work/contract it out. Once the work was completed, they would bill the locals, who would in turn, be reimbursed by the state for eligible project costs related to the utility relocation.

In order to reduce administrative costs, only large compensable utility relocation costs (over \$100,000) will be eligible for state and federal funding beginning with the 2009 - 2011 program cycle. Smaller compensable utility relocations will continue to be funded entirely by the local units of government. Ernie provided a handout that gave the basics on how the process and agreements would work on projects that met the \$100,000 minimum to be available for federal funding.

Emmer Shields asked who the agencies are that oversee what can be charged and how much for a utility relocation? Emmer had some concern because from recent projects he has found that there is no real consistency from similar project to similar project on how much it will cost. Shouldn't locals only pay the actual costs for utility relocations, and not other elements or components which are added on by the utilities?

Ernie stated that locals are only responsible for the actual costs of the utility relocations: engineering, overhead, brush removal, and permits required, but this must be spelled out in any agreements between the locals and the utilities before work is begun. In the past, the utilities may have not been charging for these additional costs. Make sure you spell these items out in your agreements.

The WisDOT Bureau of Technical Services Utility & Access Unit is responsible for conducting an auditing process of the federally funded relocations for quality assurance purposes. A sampling of completed projects will be audited periodically. The Federal Highway Administration (FHWA) does this in conjunction with the periodic Quality Assurance Reviews

of the WisDOT Regional Offices. The Division of Transportation Investment Management (DTIM), Contract Audit and Administration Section will conduct additional financial audits.

Dan Fedderly asked if state funds would be available for utility relocation projects less than \$100,000? Mary stated that no funding would be available to cover these costs to the locals. Dan then asked if the WisDOT could provide the council a report that shows how many projects and dollar amounts associated with these projects in the last 1 – 3 years that have had utility relocation projects less than \$100,000?

Rick Jones asked Jay Neider if it was possible to have Trans 220, which is applicable to State projects also be available to all projects statewide for locals if they adopt this policy? Dan stated that more than half the Counties in the state have adopted Trans 220. WisDOT, the LRSC, and various associations will continue examining this during the next year to see if this is possible.

### **Safe Routes to School Program (Renee Callaway & Joe Matar – WisDOT)**

Joe Matar talked about the basics of why the Safe Routes to School Program (SRTS) is needed and its three main purposes. Those are:

- To enable and encourage children to walk and bicycle to school,
- To make bicycling and walking to school a safer and more appealing transportation alternative – promoting a healthy and active lifestyle from early age, and;
- To facilitate the planning, development and implementation of these projects to improve safety and reduce traffic, fuel consumption, and air pollution in and around kindergarten through eighth grade (K-8<sup>th</sup>) schools.

To make this possible the state is obligated to provide this program statewide and to a variety of school districts of all sizes. This program is being offered to a wide variety of project sponsors and non-traditional partners including tribal authorities, parent-teacher organizations (PTOs) and other non-profit organizations. This is to improve partnerships among schools, local municipalities, PTO's, non-profit organizations and community groups that want to encourage children in K-8<sup>th</sup> schools to walk and bicycle to and from their schools.

Since the 1970's children walking and biking to and from schools has dramatically declined. There is a variety of reasons for this but the four main reasons cited most recently include; long distance, traffic dangers, adverse weather, and fear of crime or danger. The SRTS program focuses on the 5 E's to accomplish the goal of promoting and implementing this program: Engineering, Encouragement, Education, Enforcement and Evaluation. These 5 E's allow for a comprehensive approach to maximize success of the program.

Engineering projects involve infrastructure improvements that will fix problems and make the physical environment safer for children. One such improvement would be pedestrian and bicycle crossing improvements. Encouragement activities and events will ease the concern of parents as they see how safe and easy it is for their children to walk or bike to school. Educating children and parents is an important part of the SRTS and helps everyone think about safety first. Enforcement programs keep an eye on those individuals that disregard the safety of the community, especially around these schools.

Funding available from now until FY2009 will be between 7 and 8 million dollars. Applications will be available in January 2007 for the first round of funding and approved projects. Eligible projects must be within two-mile radius of a k-8<sup>th</sup> school. Funding is available for one or the entire 5 E's to implement your SRTS project. Projects are 100% funded through federal awards. Communities will be required to complete the projects and then request reimbursement from WisDOT. WisDOT is required to provide 30% of these awards for planning or non-infrastructure projects and the remaining for infrastructure improvements. Planning grants will be available and a consultant firm chosen by the state will be available to assist participants on their projects. The timeline includes:

- January 2007 applications available.
- March 16<sup>th</sup> application deadline.
- May 2007 selection committee meets and makes recommendations to the WisDOT Secretary.
- Summer of 2007 awards will be announced.

This and other information is available on the WisDOT Web-site.

Don Kush asked if MPO/RPC would be available to receive funding if they completed the planning work? Renee said that they could assist in this process but that the planning would need to be done by the consultant chosen by the State. Don stated that most MPO/RPC's have staff that is both qualified to do this type of planning assistance and meet any kind of compliance requirements and it is not the best use of resources by the state to only allow the chosen consultant to do the planning work. Renee stated that the size of the projects are not intended to be very large and thus you may want to balance this to the scope of activities that may be required for this planning process.

#### **CY2007 PASER & WISLR Training Development & Deployment (Susie Forde – WisDOT Data Management Chief and Joe Nestler (ARA Consultants))**

Susie Forde gave an overview of current Wisconsin Information System for Local Roads (WISLR) users. There are currently 1,267 locals with Pavement Entry Access and 660 locals with Pavement Analysis Access. In 2004 only 547 locals accessed WISLR. In July of 2006 over 1876 individuals had access to WISLR statewide. WISLR has proven to be very successful in allow local governments to now submit their required pavement ratings to the state electronically. During the last required pavement submittals in 2005, 799 were received via Web WISLR (electronically). Compliance statewide was 1,817 submittals by local governments that accounted for a 94.5% compliance. Compliance has increased in every submittal cycle since WISLR was implemented.

Susie then provided an overview of the new WISLR training that is being offered in 2007. This 1-day training will provide the participant education and tools to accomplish:

- Rate the condition of your roads using PASER Ratings.
- Enter pavement rating submittals, methods and tips.
- Use WISLR to print reports and maps that show your road data.
- Use WISLR pavement analysis data and create a 5 – year Budget with new tools that are available.

These courses will be offered statewide and held at the usual UW-TIC training locations. WisDOT is still finalizing the details but anticipate that they will occur in early spring of 2007 with an additional 4 sessions occurring in the summer of 2007, and possibly 2-3 additional sessions in the fall. The training cost will be \$45 and also provides training materials and a

manual. Also during the training added emphasis will be on locals submitting their pavement ratings via the Web WISLR link for the 2007 cycle.

Joe Nestler gave a complete overview of the new WISLR Pavement Analysis Tools and how this training will occur. Joe presented a PowerPoint version of what training participants could expect to see during these sessions and described the comprehensive user's manual that will help new users get started. Susie, Joe and Steve Pudloski from UW-TIC will be the instructors for these sessions. The primary goal of WISLR Pavement Analysis Tools training is to promote efficient, effective, and responsible use of these Tools. The training format allows for distribution and review of instructional material designed to highlight reporting/analysis options, as well as review of pavement management logic that guides the analysis...and to answer your questions to help you get started using these tools.

#### **Update on Legislative Council on Weight Limits (Paula Vandehey)**

Paula stated that the Legislative Council review the new weight limit rule just completed their second meeting concerning the 98,000 pound rule allowing logging trucks to carry loads up to that weight limit. Paula narrowed it down to two items that are still being discussed as this new policy is being implemented statewide, and they are:

Under enforcement issues - The committee is still examining higher penalties for trucks that are overweight, and for more enforcement to create deterrence – either through the State Patrols forces or helping pay for County or Local forces to provide enforcement of these weight regulations.

Conducting a study (Ex. Minnesota DOT study) - This study would examine the economic impacts caused by the increase in weight of trucks on state and local transportation systems, including bridges. This report would then be provided to the legislature and help them make decision when other stakeholders or interest groups such as waste hauler, farmers and other trucking business request that they may have the same or additional weight limits for their operations. The committee is moving to making this recommendation.

Besides those issues mentioned above the committee is examining if more aid should be provided through the state to allow for increases in standards for local roads that are impacted by higher weight trucks. Minimum standards for all new construction and or reconstruction projects statewide which would allow for these higher weights. Many small communities and towns allow developers to build roads that these local governments will assume jurisdiction of in the future that are substandard to with stand these new weight limits. Bridges may be posted so that only one truck crosses at a time, so that two heavy vehicles do not pass over at the same time. The options just mentioned are more political sensitive and because of that, the committee is concentrating on the two main proposals.

#### **Federal Bridge Changes – Local & Resistance Factor Design (LRFD) (Scot Becker – WisDOT Structures Development Chief)**

Scot Becker stated this is a new requirement being implemented by FHWA that will require that all states using federal funds on bridges full implement the LRFD by October 2007. Culverts will also have new requirements but those do not go into affect till October 2010. This new bridge design specification is known as LRFD. For many decades, bridges throughout the country have been designed based on Load Factor Design (LFD) and, before

that, Working Stress Design (WSD). But during the early 1990's the American Association for State Highway Transportation Officials (AASHTO) developed and published a completely new bridge code based on LRFD. The benefits of LRFD are that it provides greater uniformity of safety, it rewards certain structural features (such as redundancy and ductility), and it features a more refined representation of live load (vehicular traffic). For the 2009 – 2011 local improvement program for local bridge, all bridges that are approved must have LRFD.

Currently the Bureau of Structures (BOS) is moving forward with updating the Bridge Manual and to provide their bridge engineers with the necessary LRFD training and software tools needed to implement this new design process. Consulting engineers and in-house bridge design engineers will be required to provide LRFD designs for all Wisconsin bridges. BOS will be providing the final version of the new manual by July of 2007 access to Wisconsin based LRFD training statewide, and potential Web access for local owners of BOS rating software to complete this new requirement. WisDOT will also maintain a listing of all consultant engineers and attendees to these training sessions and who is certified in LRFD. Consultants will be given WisDOT LRFD training from March through April of 2007 to meet these new requirements.

This information will be available on the WisDOT Internet site:

<http://www.dot.wisconsin.gov/business/engrsev/structures/index.htm> .

## **Closing Business**

### **Draft Agenda for next Council Meeting:**

- WISLR training update.
- Federal and State Budgets
- Tom Huber on American with Disabilities (ADA) Requirements
- Meeting with WisDOT Secretary
- Connections 2030
- Committee Updates

### **Assignments/Action Items**

- Report from DTSD stating how many Utility projects completed recently on local projects was under \$100,000.
- Who got the contract for planning SRTS for WisDOT and can MPO/RPC qualify for funding assisting in this type of work.

**Meeting Adjourned at 2:25 pm**